



REPORT TO CONGRESS ON IMPLEMENTATION OF ARMY DIRECTIVE ON ARMY NATIONAL CEMETERIES PROGRAM

17 September 2012

In Response to Section 1 (d) of Pub. L. No. 111-339, 124 Stat. 3591 (2010)

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Executive Summary

Purpose of this Report

This report responds to the requirements of Section 1(d) of Pub. L. No. 111-339, 124 Stat. 3591 (2010). This section, reprinted below, directs the Secretary of the Army to assess: (1) the Army's execution and compliance with Army Directive 2010-04 (10 June 2010), and (2) the adequacy of current practices to provide information, outreach and support to families of individuals buried at Arlington National Cemetery with respect to the detection and correction of burial errors.

An Act

To require reports on the management of Arlington National Cemetery.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. REPORTS ON MANAGEMENT OF ARLINGTON NATIONAL CEMETERY.

* * * * *

(d) REPORTS ON IMPLEMENTATION OF ARMY DIRECTIVE ON ARMY NATIONAL CEMETERIES PROGRAM.—

(1) IN GENERAL.—The Secretary of the Army shall submit to the appropriate committees of Congress reports on execution of and compliance with Army Directive 2010-04 on Enhancing the Operations and Oversight of the Army National Cemeteries Program, dated June 10, 2010. Each such report shall include, for the preceding 270 days or year (as applicable), a description and assessment of the following:

(A) Execution of and compliance with every section of the Army Directive for Arlington National Cemetery, including, without limitation, an evaluation of the sufficiency of all contract management and oversight procedures, current and planned information and technology systems, applications, and contracts, current organizational structure and manpower, and compliance with and execution of all plans, reviews, studies, evaluations, and requirements specified in the Army Directive.

(B) The adequacy of current practices at Arlington National Cemetery to provide information, outreach, and support to families of those individuals buried at Arlington National Cemetery regarding procedures to detect and correct current errors in burials at Arlington National Cemetery.



Summary of Key Results

In accordance with Public Law No. 111-339, Section 1(d), this report provides the Secretary of the Army's assessment of the Army National Cemeteries Program (hereinafter "ANCP" or "Program"), which oversees both Arlington National Cemetery (the "Cemetery" or "ANC") and the Soldiers' and Airmen's Home National Cemetery (together, the "Cemeteries"). Additionally, it identifies what actions, if any, are necessary to sustain the significant improvements made to the management and operation of our Nation's most revered military cemetery and unique national shrine over the last two years. Some key results are as follows:

- The Army Secretariat, Staff, agencies and commands continue to comply with Army Directive 2010-04, and, as a result, have laid the foundation to maintain the success of the Cemetery and the Program. Improvements in the Program's performance, accountability, management and staff morale have been sustained and built upon over the past year.

Secretary of the Army Report to Congress, pages 7-23 and 33-46; Department of the Army Inspector General Agency, Inspection of the Army National Cemeteries Program, dated 10 September 2012 (Observations 1.2, 1.7, 1.8, and 1.9).

- In 2012, ANC became the first national cemetery to geospatially manage cemetery operations. This enabled the Program to transfer nearly 150 years of paper records to the National Archives and Records Administration, ahead of the deadline prescribed by President's Managing Government Records Directive.

Secretary of the Army Report to Congress, pages 11 and 25-26; Department of the Army Inspector General Agency, Inspection of the Army National Cemeteries Program, dated 10 September 2012 (Observation 1.5).

- As of 10 September 2012, ANC has reviewed and validated over 96% of all historical interment records, which represent more than 400,000 decedents interred over almost 150 years.

Secretary of the Army Report to Congress, page 32; Department of the Army Inspector General Agency, Inspection of the Army National Cemeteries Program, dated 10 September 2012 (Observation 2.1).

- The Program published the 2012 Campaign Plan, which codified in one strategic document the organization's vision, mission and priorities. Additionally, the Plan established measurable metrics and milestones based on prioritized resources. This allowed leadership to effectively manage change across the organization and to hold subordinate leaders accountable for progress on key goals of the Program.

Secretary of the Army Report to Congress, pages 7-8, 27 and 33-34; Department of the Army Inspector General Agency, Inspection of the Army National Cemeteries Program, dated 10 September 2012 (Observations 1.2, 1.3 and 1.4).



- The Program is on track to complete the ANC Master Plan in FY13, which for the first time will include long-range planning guidance for the Soldiers' and Airmen's Home National Cemetery. This effort will also incorporate an Integrated Cultural Resources Management Plan that itemizes all monuments and memorials at the Cemetery and will facilitate ANC's application to the National Register of Historic Places.

Secretary of the Army Report to Congress, pages 7, 9-10, and 35-36; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.8 and 1.9).

- The Army National Cemeteries Advisory Commission (now, by law, entitled the Advisory Committee on Arlington National Cemetery) held meetings in December 2011, and March and September 2012.

Secretary of the Army Report to Congress, pages 16-17; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

- The Program trained the entire ANC operational workforce on field and burial operations Standards and Measures, including strict chain of custody procedures for the handling of remains.

Secretary of the Army Report to Congress, pages 14-15 and 33; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.2 and 2.1).

- Army leadership continues to codify policies and procedures and implement formal external and internal review and response mechanisms to ensure compliance with all applicable statutes, regulations and policies. Further, Program leadership and the Army Staff are updating the applicable Army Regulation.

Secretary of the Army Report to Congress, pages 8, 11, and 33-34; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.2, 1.3, 1.4 and 1.9).

- Compliance with acquisition planning, requirements definition, contract management and budgeting has significantly improved within the Program since 2010.

Secretary of the Army Report to Congress, pages 27-30 and 36-37; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.6 and 1.7; Other Matter 3.1).

- Program leadership continues to foster a positive work environment through training, focusing on organizational climate and tailoring the size of the workforce to better meet mission requirements.

Secretary of the Army Report to Congress, pages 15-16; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).



- The Army continues to collect, catalog and store mementos left in Section 60 of the Cemetery until the Advisory Committee on Arlington National Cemetery finishes its review and recommends a policy.

Secretary of the Army Report to Congress, pages 17, 18, 37-38 and 41; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.2 and 1.4).

- The Program continues to provide professional information, outreach and compassionate support to families regarding burial discrepancy inquiries.

Secretary of the Army Report to Congress, 46-47; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.2 and 1.12).



Section I. Execution of and compliance with Army Directive 2010-04 (10 June 2010)

A. Current Organizational Structure and Manpower

Subtask 1: *The Executive Director, Army National Cemeteries Program, is to exercise authority, direction and control over all aspects of the Army National Cemeteries Program.*

Reference: Army Directive 2010-04, paragraph 2b(1).

Description: The 2010 IG Report recommended that the Secretary establish a clear chain of command at ANC. The Secretary created the position of Executive Director, a senior Army official who is solely responsible for overseeing all aspects of the Program and is directly accountable to the Secretary.

2011 Assessment: Beginning in June 2010, the Executive Director extensively reviewed all aspects of the Program's operations, identified deficiencies, inefficiencies and areas of noncompliance, and, in close coordination with the Army Staff, devised and implemented appropriate corrective action plans.

Current Assessment: The Executive Director continues to exercise appropriate authority, direction and control over all aspects of the Program.

On 1 January 2012, the Executive Director published the ANCP 2012 Campaign Plan, a document that codifies the near- to long-term (2012-2025 and beyond) command, planning and oversight activities for the Program. This allows the Executive Director, on behalf of the Secretary, to direct key actions necessary to achieve the Program's operational and strategic goals. It also incorporates recommendations received from various inspections, audits and reports over the past two years.

In accordance with the Campaign Plan, in the past year the Program has:

- Established a stringent Chain of Custody Standard Operating Procedure ("SOP") to ensure accountability of remains at all times.
- Made significant progress on the formulation and implementation of the ANC Master Plan including the Cemetery's first Integrated Cultural Resources Management Plan.
- Developed and implemented more than 60 policies, SOPs, Memorandums of Agreement/Memorandums of Understanding, and other publications to standardize and optimize Program operations.



- Established an employee Individual Development Plan Program, significantly increasing training opportunities for all Program staff.
- Implemented a new Equipment Maintenance Program.
- Prepared a nomination for the inclusion of ANC on the National Register of Historic Places.
- Published the Enterprise Architecture Transition Report, providing a roadmap for all information technology investments and governance processes over the next five years.
- Hired an Organizational Inspection Program (OIP) Coordinator to execute the OIP in FY13.
- In accordance with the Secretary's 17 April 2012 directive, submitted a major revision of Army Regulation (AR) 290-5, *Army National Cemeteries*, which will fully incorporate and supersede AR 210-190, *Post Cemeteries*. The new regulation will provide comprehensive guidance on all aspects of cemetery management at both the national and installation level, and will be entitled *Army Cemeteries*.

In addition to the Campaign Plan milestones, the Program completed the following actions in the past year, among others:

- Became the first national cemetery to geospatially manage cemetery operations. This enabled the Program to transfer almost 150 years of paper records to the National Archives and Records Administration, ahead of the deadline prescribed by the President's Managing Government Records Directive.
- Reviewed and validated over 96% of all historical interment records, which represent more than 400,000 decedents interred over almost 150 years.
- Added 43 positions to the FY13 authorized personnel end strength which will enable the Cemetery, in association with Joint Base Myer-Henderson Hall Directorate of Emergency Services, to enhance its internal security force.

Required Action(s): Continue current efforts, making and sustaining improvements to the Program.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2); Army National Cemeteries Program, *2012 Campaign Plan*, dated 1 January 2012.



Subtask 2: *The Executive Director is to exercise oversight of the construction, maintenance and repair of buildings, structures and utilities at the Army National Cemeteries.* Reference: Army Directive 2010-04, paragraph 2b(1).

Description: The Secretary's directive allowed the Superintendent to focus on administering the daily business of the Cemeteries and placed the responsibility for strategic management of the Cemeteries with the new Executive Director.

2011 Assessment: The 2011 Congressional Report noted that the Army had hired an engineering staff to evaluate the type and extent of maintenance and repairs required, and to plan, execute and oversee the construction, long-term maintenance and repair of facilities. In addition, construction on a new Columbarium and repair/expansion of several existing facilities was in progress. Finally, preparation of a comprehensive Cultural and Natural Resources Plan was directed in order to bring buildings into compliance with the Architectural Barriers Act and the Americans with Disabilities Act. The Cemeteries' infrastructures were digitally mapped, and an initiative was begun to include the Cemetery on the National Register of Historic Places.

Current Assessment: The Executive Director continues effective oversight of the Program's buildings, structures and utilities.

In the past year, the Program's Chief of Engineering, working with the Facilities and Maintenance Branch, conducted a review of all facilities in the Cemeteries as part of the Master Planning process. An SOP for the Facilities Maintenance Division is currently being drafted. It will include procedures for routinely identifying and completing new maintenance and repairs.

The Program is on track to submit the Cemetery's nomination for inclusion on the National Register of Historic Places this fall. Such a designation would apply to the entire Cemetery, and will further assist the Program in appropriately preserving historically and culturally significant portions of the Cemetery.

In addition, the Program's first Integrated Cultural Resources Management Plan will be completed in FY13 as part of the Master Planning process. The plan will assist with integrating cultural resource management into the Program's ongoing missions; identifying potential conflicts; and developing required compliance actions.

Required Action(s): Continue ongoing efforts to identify, plan and execute the necessary construction, maintenance and repair of the Cemeteries' facilities.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.8).



Subtask 3: *The Executive Director is to exercise responsibility for acquisition and maintenance of real property and interests in real property at the Army National Cemeteries.* Reference: Army Directive 2010-04, paragraph 2b(1).

Description: The Secretary's directive assigned responsibility for the acquisition and maintenance of real property and interests in real property at the Cemeteries to the Executive Director.

2011 Assessment: In August 2010, the Army conducted a full inventory of the Program's real property. The Army worked with Members of Congress and local government officials to explore land swap options in order to obtain more interment/inurnment space and extend the Cemetery's working life. The Army also began an initiative to place the Cemetery on the National Register of Historic Places. Finally, the Executive Director directed a comprehensive environmental review and the development of an integrated cultural and natural resources plan.

Current Assessment: The Program hired a real estate specialist who is responsible for the following: maintaining proper documentation of real property; and, assisting the Program's Chief of Engineering with developing future acquisition plans and the long-term analysis required for the Master Plan. As described under Subtask 2 above, the Cemetery's first Integrated Cultural Resources Management Plan will assist the Executive Director in managing cultural resources, including real estate holdings.

On 15 June 2012, the Secretary established the Cemeteries as a Direct Reporting Unit (DRU) to Headquarters, Department of the Army. The Executive Director will remain directly accountable to the Secretary, now serving in two roles: 1) as a Headquarters, Department of the Army Staff Principal official responsible for policy oversight of all Army Cemeteries; and 2) as Executive Director of Arlington National Cemetery and the Soldier's and Airman's Home National Cemetery. The Cemeteries' DRU designation will be codified in a revision of Army Regulation 405-80, *Management of Title and Granting Use of Real Property*.

Of note, the 2012 IG Report found that the U.S. Army Corps of Engineers ("USACE"), which executes leasing and contracting functions for the Program, improperly issued a lease for the ANC parking garage in January 2012, without first making a report to Congress pursuant to 10 U.S.C. § 2662. The Inspector General determined that USACE Baltimore District staff was unaware that the Program was no longer a part of the Army's Civil Works portfolio. Accordingly, the exception to the Congressional reporting requirement for Civil Works activities, which is contained in 10 U.S.C. § 2662(c), was inapplicable to the lease. The required report has since been submitted.

Required Action(s): Continue current efforts. U.S. Army Corps of Engineers revise Army Regulation 405-80 to reflect the Program's correct organizational status.



Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Deficiency 1.1, Observation 1.8); Department of the Army Deputy Chief of Staff, G-3/5/7, memorandum to the Secretary of the Army, “Force Management Actions for Arlington National Cemetery – DAIG Follow-up Inspection,” dated 17 April 2012, recommendations approved by the Secretary 15 June 2012.

Subtask 4: *The Executive Director is to exercise responsibility for planning and execution of private ceremonies at the Army National Cemeteries, including funeral and memorial services for interment and inurnment.* Reference: Army Directive 2010-04, paragraph 2b(1).

Description: The vast majority of events at the Cemeteries are private ceremonies such as funeral and memorial services associated with interments and inurnments.

2011 Assessment: The 2011 IG Report found significant improvements to the administration and execution of private ceremonies at the Cemeteries, including the establishment of an integrated call center to schedule requests and answer questions from the public. To ensure that private ceremonies, interments and inurnments are properly conducted, staffing was augmented and improved in the Interment Services Branch, and a senior-level Cemetery Administrator position was created. Finally, the Program converted to digital records, which led to more efficient and accurate grave placement and scheduling services.

Current Assessment: The Executive Director continues effective planning and execution of private ceremonies at the Cemeteries.

The Interment Services Branch continues to use the Interment Scheduling System to plan and track funerals. In March 2012, the Program launched its geospatial operations, allowing the Program to manage the operations and activities across the Program, geospatially and in real time and space. Using an Army Mapper platform specifically tailored for the Cemetery, the Program uses this geospatial information to coordinate funeral services and ceremonial support in real-time with the honor guards, caissons, bands and chaplains from the Military Services. For example, Program staff can now automatically tell when two services are scheduled too close to each other. The Program continues to add features to the scheduling system, and is integrating it with the case management system used by the Consolidated Customer Service Center. This ensures seamless integration between the Customer Service and Interment Services teams.

The 2011 IG Report recommended that the Assistant Secretary of the Army (Manpower & Reserve Affairs) engage the Office of the Under Secretary of Defense for Personnel and Readiness and other Military Departments to develop multi-Service policies, processes and procedures for interment, inurnment and ceremonial support at the Cemeteries. The draft revision of Army Regulation 290-5, *Army Cemeteries*, proposes Joint Service responsibilities for



burial and ceremonial support, but implementation of those provisions will require the consent of the other Military Services.

Separately, the 2012 Campaign Plan reflects a Government Accountability Office recommendation to pursue separate Memorandums of Agreement between each of the other Services and the Army. These agreements would be in effect regardless of whether consensus can be reached on a more comprehensive multi-service regulation.

To assist with the process of standardizing support among the Services' Ceremonial Guards, the Senior Enlisted Advisor to the Chairman of the Joint chiefs has agreed to host a senior-level working group. Additionally, the Program has initiated a monthly Joint Service action officer meeting to discuss coordination issues and procedures. Finally, the Integrated Operations Center, currently under construction, is expected to include staff from the other Services, to enhance direct coordination.

Required Action(s): Continue current efforts. Coordinate with the Office of the Secretary of Defense and the Military Departments to develop a multi-service regulation or directive which will increase uniformity in the provision of military funeral honors at the Cemeteries.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.5); 2012 ANCP Campaign Plan; Government Accountability Office Report 12-105, *Arlington National Cemetery: Management Improvements Made, but a Strategy Is Needed to Address Remaining Challenges*, dated December 2011.

Subtask 5: *The Executive Director is to exercise responsibility for the planning and execution of public ceremonies, other than those official ceremonies for which the Commander, Military District of Washington is primarily responsible for effectuating.* Reference: Army Directive 2010-04, paragraph 2b(1).

Description: As the individual responsible for all aspects of the Program, the Executive Director plans and executes public ceremonies, excluding official ceremonies (e.g., public wreath-laying ceremonies and State funerals), which fall under the authority of the Commander, Military District of Washington.

2011 Assessment: The Military District of Washington provides significant support for ANC-run public ceremonies, and vice versa. To enhance coordination between organizations, the Chief Information Officer/G-6 validated the plan to construct an Integrated Operations Center.

Current Assessment: The Executive Director continues effective planning and execution of public ceremonies, as appropriate.



Over the last year, the Program has conducted events such as the 150th anniversary of TAPS, 70th anniversary of the Battle of Guadalcanal, and the 50th anniversary of President John F. Kennedy's visit to the Special Warfare Center that began the creation of the modern Army Special Forces. It also hosted three visiting heads of government, two heads of state, eight Ministers of Defense, nine Chiefs of Defense, as well as the U.S. Men's and Women's Basketball Teams in route to the London Olympics. The Cemetery continues hosting annual events attended by large numbers of American and international visitors in addition to the national military ceremonies for Memorial and Veterans' Day. Examples include the Pan Am Flight 103 Memorial Service, Spirit of the Elbe, Battle of the Bulge, NASA Day of Remembrance, Medal of Honor Day, Gold Star Mothers Memorial Service, and Wreaths Across America.

While the Executive Director continues to effectively exercise responsibility for the planning and execution of these ceremonies, the Integrated Operations Center will further enhance the Program's capabilities. The operations center is currently on schedule to be completed by early 2013.

Required Action(s): Continue close coordination with Military District of Washington and finish construction of the Integrated Operations Center.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

Subtask 6: Executive Director is to supervise the Superintendent and the Deputy Superintendent and act as rater and reviewer for the purposes of appraising each individual's performance. Reference: Army Directive 2010-04, paragraph 2b(6).

Description: The Secretary strengthened oversight by placing the Superintendent and the Deputy Superintendent under the supervision of the Executive Director, who reports directly to the Secretary.

2011 Assessment: The 2011 Congressional Report noted that the Executive Director closely supervises these officials by overseeing their work and reviewing key strategic and operational issues on a daily basis. The 2011 IG Report described the new relationship among the Program's leadership as characterized by open communication and a positive work environment.

Current Assessment: The Executive Director continues to effectively supervise and rate the Superintendent and Deputy Superintendent. These supervisory relationships will be codified in the regulation for Army cemeteries, currently under revision.

Required Action(s): Continue active and close supervision of the Superintendent and Deputy Superintendent and rate each individual's performance appropriately.



Source Documentation: Superintendent's and Deputy Superintendent's Position Description.

Subtask 7: *The Superintendent, Arlington National Cemetery is to perform such duties and exercise such responsibilities as the Executive Director may prescribe and shall report directly to the Executive Director on all matters.* Reference: Army Directive 2010-04, paragraph 2b(6)(a).

Description: To establish and reinforce a clear chain of command, the Superintendent reports directly to the Executive Director and executes his or her duties and responsibilities accordingly.

2011 Assessment: The 2011 Congressional Report noted that the Superintendent shares overall responsibility for planning, programming, directing and coordinating all phases of daily operations, including directly managing and overseeing all division chiefs and personnel involved in scheduling and conducting services, marking and preparing graves for interments, closing graves after services and maintaining the appearance of the Cemeteries. Importantly, the Superintendent is responsible for ensuring accountability of remains.

Current Assessment: Over the past year, the Superintendent:

- Established and implemented a strict new Chain of Custody SOP for the accountability of remains.
- Established and implemented a new Operational Standards and Measures SOP, which sets performance standards in key Cemetery operational areas, such as interment procedures; grounds, facilities and equipment maintenance; and headstone, marker and niche cover ordering and placement.
- Established a team trained by the Department of Veterans Affairs, National Cemeteries Administration, in cemetery caretaking, supervision and heavy equipment training. The team will travel to other Army cemeteries to train and inspect, in support of the Program's Organizational Inspection Program.
- Oversaw the creation or revision of all SOPs and policies for the Field Operations Division, to bring the Cemetery in line with industry best practices.
- Approved and implemented a new Grounds Maintenance Plan for the Cemeteries.

Required Action(s): Continue to supervise appropriate employees and maintain accountability of remains, subject to the direction and overall supervision of the Executive Director.

Source Documentation: Superintendent's Position Description; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10



September 2012 (Observation 1.2); Army National Cemeteries Program, *Operational Standards and Measures*, dated January 2012.

Subtask 8: *The Deputy Superintendent, Arlington National Cemetery is to perform such duties and exercise such responsibilities as the Executive Director may prescribe and shall report directly to the Executive Director on all matters.* Reference: Army Directive 2010-04, paragraph 2b(6)(b).

Description: To establish and reinforce a clear chain of command, the Deputy Superintendent reports directly to the Executive Director and executes his or her duties and responsibilities accordingly.

2011 Assessment: The 2011 Congressional Report noted that, among other duties, the Deputy Superintendent was made directly responsible for the coordination of all gravesite and niche openings and closings to ensure accountability of all remains. The Deputy Superintendent position is responsible for inspecting every such opening and closing, providing quality control and verifying that all actions are taken in accordance with applicable policies and procedures. The Deputy Superintendent is expected to maintain a close and positive working relationship with cemetery leadership and the Program's workforce.

Current Assessment: In the past year, the Deputy Superintendent:

- Implemented a training program to teach all new and updated SOPs to the Field Operations Division.
- Managed training of Program staff by the Department of Veterans Affairs, National Cemeteries Administration, in cemetery caretaking, supervision, and heavy equipment training.
- Expanded the training for the Horticultural Branch by sending branch personnel to professional horticultural training seminars and horticultural and forestry trade conventions.
- Oversaw the fielding and implementation of the Standard Army Maintenance System – Enhanced for the Fleet Services Branch.

Required Action(s): Continue to directly oversee training and development of the Field Operations workforce, gravesite operations and niche operations, subject to the direction of the Executive Director.

Source Documentation: Deputy Superintendent's Position Description; Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).



Subtask 9: *All other employees of Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery are to perform such duties and exercise such responsibilities as the Executive Director may prescribe and shall report to the Executive Director as directed.*

Reference: Army Directive 2010-04, paragraph 2b(6)(c).

Description: To establish and reinforce a clear chain of command, all employees report to the Program's leadership and execute their duties accordingly. Although the Executive Director is ultimately responsible for the Program and prescribes the duties and responsibilities of all Program employees, most of the day-to-day supervision of the interment and field operations has been delegated to the Superintendent and Deputy Superintendent.

2011 Assessment: The 2011 IG Report found significant improvements in the organizational efficiency and competence of the Program's workforce. Two IG surveys documented significant improvements in leadership behavior toward employees, organizational effectiveness and overall health and morale. A partnership agreement with the Department of Veterans Affairs leveraged interdepartmental expertise and resources to provide extensive training to Program staff and to improve overall morale.

Current Assessment: Improvements sustained.

The Inspector General administered a Defense Equal Opportunity Management Institute Survey between May and July of 2012. The 2012 IG Report noted improvements in both major areas of the survey—equal opportunity and organizational effectiveness. The Inspector General interpreted the results as showing a steady improvement in the Program's work environment since the new leadership took over in 2010.

Required Action(s): Continue to assess the Program's organizational climate on a regular basis.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

Subtask 10: *The Executive Director is to have the authority and responsibility for implementing an Army National Cemeteries Advisory Commission, which shall inquire into the development, operations, management and administration of the Army National Cemeteries and submit an annual written report to the Secretary of the Army detailing its actions, views and recommendations pertaining to the Army National Cemeteries Program.* Reference: Army Directive 2010-04, paragraph 2b(7).

Description: The purpose of the advisory group to examine and provide independent advice and recommendations to the Secretary of Defense, through the Secretary of the Army, on the day-to-day operations of and long-term strategic issues affecting the Cemeteries.



2011 Assessment: Under the provisions of the Federal Advisory Committee Act of 1972 (5 U.S.C. Appendix) and 41 Code of Federal Regulations § 102–3.50(d), the Secretary of Defense established the Army National Cemeteries Advisory Commission on October 11, 2010. This discretionary advisory commission was chartered to provide independent advice and recommendations on matters relating to the Army National Cemeteries Program. As of 8 September 2011, seven of nine nominees were approved by the Secretary of Defense.

Current Assessment: On 31 December 2011, The National Defense Authorization Act for Fiscal Year 2012, Public Law No. 112–81 § 4723, directed the Department of Defense to create an “advisory committee on Arlington National Cemetery,” to advise the Department “with respect to the administration of Arlington National Cemetery, the erection of memorials at the cemetery, and master planning for the cemetery.” Based upon this the Department disestablished the Army National Cemeteries Advisory Commission and established the Advisory Committee on Arlington National Cemetery (the “Advisory Committee”).

Like the former Commission, the new Committee’s charter authorizes the Secretary of Defense to appoint up to nine members who are authorities in their respective fields of interest or expertise. Such areas of expertise include the Cemeteries, Veterans’ affairs, service member entitlements and matters pertaining to surviving family members. Seven of the nine members had been appointed to the Advisory Commission before it was disestablished. Those members have been reappointed to the Advisory Committee to ensure a seamless transition.

The Advisory Commission held meetings in December 2011 and March 2012 before it was disestablished. During these meetings, the Commission formalized its mission and business rules, and formed three subcommittees to focus on Program aspects in thematic areas:

- *Honor:* “Examine ways to continue to provide active burials and honor our veterans and their family members, including after all available space at ANC is filled.”
- *Remember:* “Examine ways to repair the large marble sarcophagus sitting atop the tomb of the World War I Unknown Soldier. Recommend whether, and if so how, to repair or replace any of the marble slabs for the other Unknown Soldiers and Missing in Action. Recommend how to proceed with the marble block sitting in Colorado that was gifted to the Army in 2003 as a replacement sarcophagus.”
- *Explore:* “Examine the ANC Section 60 memento policy and ways to improve the quality of visitors’ experiences now and for generations to come.”

The Advisory Committee will recreate this structure and continue to pursue these focus areas.

Required Action(s): Continue current efforts.



Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2); Public Law 112–81, National Defense Authorization Act for Fiscal Year 2012; Advisory Committee on Arlington National Cemetery Charter, dated 1 August 2012.

Subtask 11: All Army commands, organizations, officials and other personnel currently supporting the Army National Cemeteries Program, or performing duties and functions related to the program, shall continue unabated to provide such support and perform such duties subject to the authority, direction and control of, and in coordination with, the Executive Director. Reference: Army Directive 2010-04, paragraph 3.

Description: To ensure an orderly transition to the new organizational structure, the Secretary directed that Army commands, organizations, officials and personnel currently supporting the Program continue unabated, unless instructed otherwise.

2011 Assessment: Numerous Headquarters, Department of the Army staff offices continued assistance to the Program. For example, the Assistant Secretary of the Army (Civil Works) authorized USACE to work directly with the Program leadership to support the development of a new ANC Master Plan. USACE, Norfolk District, provided significant technical engineering support to Program staff. Additionally, the Assistant Chief of Staff for Installation Management provided support for the implementation of digital record keeping through the use of the Army “Mapper” program.

Current Assessment: Army organizations continue to maximize support and assistance for the Program. Examples during the past year include:

- The U.S. Army Audit Agency conducted audits and reviews of the Program.
- The Deputy Assistant Secretary of the Army (Procurement) conducted a special Procurement Management Review of the Army Contracting Command’s support to the Program.
- The Inspector General School assisted in drafting the Program’s new Organizational Inspection Program standing operating procedures.
- The Office of the Administrative Assistant assisted in numerous areas, including providing Department-level oversight and personnel support; Information Technology Agency support for budget formulation and operations; and US Army Center for Military History (CMH) support for Section 60 memento preservation efforts. CMH also catalogued and is helping to restore 44 boxes and 846 folders of historical maps, pictures and papers documenting almost 150 years of ANC’s history. These include unique historical artifacts dating from the Civil War era.
- The United States Army Corps of Engineers provided expertise for engineering, construction, Master Planning and Geospatial Information Systems. This includes the ongoing construction of Columbarium Court #9, initial designs of the Millennium Project and Navy Annex expansion areas, and technical expertise in



solicitation and oversight for fielding the Cemetery's Geospatial Information Systems and public applications.

- The Army Analytics Group developed the Research Tool used for the gravesite accountability effort and the digitization of records and modernized the Interment Scheduling System to better support scheduling and coordination with the Military Services.
- The Assistant Secretary of the Army (Financial Management & Comptroller) supported the Program with budget formulation and execution support.
- Office of the General Counsel provided legal support and assistance in updating regulations and policy.
- The Center for Army Analysis provided technical expertise in studying the optimization of scheduling, burial space and wait times at the Cemetery.
- The Assistant Secretary of the Army (Manpower & Reserve Affairs) provided guidance and support with burial exceptions.
- The U.S. Army Military District of Washington continued to provide support for funerals, official ceremonies and other operations at the Cemetery. The Old Guard also continued support of the accountability efforts, taking photographs of all gravesite markers at the Soldiers' and Airmen's Home National Cemetery as they did at ANC.
- Joint Base Meyer–Henderson Hall provided support in security and law enforcement matters.

Required Action(s): Continue current efforts. Develop intradepartmental relationships and agreements as necessary to support the Program.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

Subtask 12: *The Provisional Oversight Group is to assist the Executive Director in the performance of duties and responsibilities with regard to reviewing the reports of the Inspector General and, as applicable, the reports of other officials and organizations regarding the development, operations, management and administration of Arlington National Cemetery.* Reference: Army Directive 2010-04, paragraph 4.

Description: To expediently and effectively revamp and improve the Program, the Secretary recognized the need for a multifaceted, multidisciplinary team of key subject matter experts. Accordingly, the Secretary directed the creation of a Provisional Oversight Group to support and assist with these tasks.

2011 Assessment: The Program's staff, with particular support from the Provisional Oversight Group, was instrumental in analyzing and reviewing several key reports, including the 2010 IG Report and others concerning organizational structure, technology, contracting and



artifact/memento storage. The Provisional Oversight Group was transitioned into the Program's permanent staff as part of the ANC 2011 Table of Distribution and Allowances.

Current Assessment: Permanent staff members now assist the Executive Director with these functions.

Required Action(s): None.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.10).

Subtask 13: *The Provisional Oversight Group is to identify and assess deficiencies in the operations, management and administration of Arlington National Cemetery; develop, coordinate and implement plans, policies and processes and procedures as may be required to correct or mitigate such deficiencies; and improve Headquarters, Department of the Army oversight of the Army National Cemeteries. The Provisional Oversight Group is to report directly to the Executive Director.* Reference: Army Directive 2010-04, paragraph 4.

Description: The Provisional Oversight Group was integral to assisting the Executive Director in expediently remedying the Cemetery's management issues.

2011 Assessment: Due in large part to the Provisional Oversight Group's efforts, and with the assistance from other Army organizations, the Program significantly increased effectiveness and efficiency in all its missions and functions. The Program resolved all 211 gravesite discrepancies identified in the 2010 IG Report, and found all were related to map inaccuracies and unmarked or mislabeled graves. The Group responded to more than 1,100 requests from concerned family members to confirm the validity of their loved one's gravesite location. The Provisional Oversight Group also aided in the development and implementation of policies, procedures and practices to correct deficiencies in the operations, management and administration of the Program. The Provisional Oversight Group was transitioned into the Program's permanent staff as part of the ANC 2011 Table of Distribution and Allowances.

Current Assessment: Permanent staff members now assist the Executive Director with these functions.

Required Action(s): None.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2); Army Regulation 1-201, *Army Inspection Policy*.

Subtask 14: *All Army organizations, commands, officials and other personnel are to provide to the Executive Director such timely assistance and to afford all manner of cooperation requested.* Reference: Army Directive 2010-04, paragraph 5.



Description: The Secretary changed the command and control structure, assigned specific tasks to several Army agencies, organizations and directorates, and directed all Army organizations, commands, officials and other personnel to provide assistance and cooperation to the Program as requested.

2011 Assessment: The 2011 Congressional Report described many examples of support given by numerous Army elements.

Current Assessment: As described under Subtask 11, all Army organizations, commands, officials and personnel continue to provide assistance and cooperation to the Program, as requested.

Required Action(s): Continue to develop supporting relationships and agreements, as necessary, to enhance the Program.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

Subtask 15: *Within 45 days (from 10 June 2010), the U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency are to complete an all-inclusive study of the organizational structure of Arlington National Cemetery and its manpower and equipment authorizations and requirements, fully considering the diversity of Arlington National Cemetery's missions and functions and volume and complexity of its workload.*
Reference: Army Directive 2010-04, paragraph 5a.

Description: The Secretary directed this study in an effort to understand the extent and nature of the Program's workload, manning and equipment deficiencies to ensure that the Program was authorized sufficient properly graded personnel and had the equipment necessary to execute all required operations.

2011 Assessment: The Deputy Assistant Secretary of the Army (Force Management, Manpower & Resources) submitted the completed U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency report on 23 July 2010.

Required Action(s): None. Task completed successfully.

Source Documentation: Arlington National Cemetery Manpower and Organizational Study, dated 23 July 2010.

Subtask 16: *The organizational structure study is to consider whether the number of caissons authorized to Military District of Washington is adequate in light of their requirement to support Arlington National Cemetery operations.* Reference: Army Directive 2010-04, paragraph 5a.



Description: The Secretary directed a study to determine whether the number of caissons was adequate.

2011 Assessment: The organizational structure study determined that four caissons in rotation were insufficient to meet demand, due to a large increase in burial requests since 1998. The study recommended the addition of a fifth caisson.

Current Assessment: The Military District of Washington procured the fifth caisson and is in the process of preparing it for service.

Required Action(s): Add the fifth caisson to the duty cycle as necessary.

Source Documentation: Arlington National Cemetery Manpower and Organizational Study, dated 23 July 2010.

Subtask 17: *The U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency are to submit to the Executive Director a comprehensive proposal to improve ANC's organizational structure and establish its and MDW's manning and equipping levels, and those of MDW, as appropriate.* Reference: Army Directive 2010-04, paragraph 5a.

Description: The Secretary directed this study to understand how these factors affect operations and how they should be adjusted to improve performance.

2011 Assessment: A revised Table of Distributions and Allowances, informed by the U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency report, increased personnel from 102 to 165 and accounted for the chaplains (provided by the Military Services) and the "Arlington Ladies" volunteers.

Current Assessment: The U.S. Army Manpower Analysis Agency and U.S. Army Force Management Support Agency continue to meet monthly with Program staff to review the Program's Table of Distributions and Allowances. The agencies are also conducting a new comprehensive review of the table as a result of the Secretary's 15 June 2012 decision to establish the Cemeteries as a Direct Reporting Unit to Headquarters, Department of the Army, and assign the Executive Director as a Headquarters, Department of the Army Staff Principal official responsible for the policy oversight of all Army Cemeteries. The 2012 IG report noted that the Executive Director has completed filling crucial positions in the Program's Table of Distributions and Allowances.

Required Action(s): Continue to leverage cross-Army support to ensure appropriate Program organizational structure and manning/equipping levels. Continue ongoing hiring actions to fill all needed Program vacancies.



Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.10 and 1.13); Department of the Army Deputy Chief of Staff, G-3/5/7, memorandum to the Secretary of the Army, "Force Management Actions for Arlington National Cemetery – DAIG Follow-up Inspection," dated 17 April 2012, recommendations approved by the Secretary 15 June 2012; Secretary of the Army Memorandum, "Enhancing the Administration, Operation, and Maintenance of Military Cemeteries Under the Jurisdiction of the United States Army," dated 17 April 2012.



B. Information and Technology Systems, Applications and Contracts

Subtask 18: *Within 45 days (from 10 June 2010), the Army Chief Information Officer/G-6 is to review and evaluate the information technology systems and applications and the information assurance processes currently in use at Arlington National Cemetery.* Reference: Army Directive 2010-04, paragraph 5b.

Description: The 2010 IG Report found that the Program relied on antiquated paper recordkeeping systems and had contracted for information technology systems that did not work. A comprehensive review and evaluation was necessary in order to properly update the Program's information technology systems and applications, as well as its information assurance processes.

2011 Assessment: The Chief Information Officer/G-6 issued the required report on 28 July 2010.

Required Action(s): None. Task completed successfully.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011 (Observation 2.9).

Subtask 19: *The Chief Information Officer/G-6 is to forward to the Executive Director a comprehensive proposal to mitigate identified deficiencies and overhaul or supplement such systems, applications and processes as may be required to automate all aspects of Cemetery administration and operations.* Reference: Army Directive 2010-04, paragraph 5b.

Description: The directive enables the Program to leverage the Chief Information Officer/G-6's expertise to acquire the appropriate information technologies needed to improve the Program's efficiency and effectiveness.

2011 Assessment: The Chief Information Officer/G-6's 28 July 2010 report proposed 14 actions to mitigate the identified deficiencies and bring the Program into compliance with Army information assurance and information technology standards. The 2011 IG Report noted that the new Program leadership had either implemented all of the recommendations in the report or was in the process of doing so.

Current Assessment: The Program, with assistance from other Army agencies, continues to improve and automate information technology applications and processes, and sustain information assurance compliance. The only outstanding recommendation from the Chief Information Officer/G-6's report is to build the Integrated Operations Center, which is currently under construction. In May 2012, the Program completed its Enterprise Architecture Transition



Report, which serves as a roadmap for all information technology investments and governance processes over the next five years.

The Cemetery is now fully mapped using a geospatial system called “ANC Mapper,” which is accurate to within three inches across the Cemetery’s 624 acres. ANC Mapper is used to assign, manage, and track gravesites, field operations, maintenance, ceremonies, senior visitors and other activities at the Cemetery. Using data from ANC Mapper, the Program’s website will allow the public to locate graves, memorials, trees and other places across the Cemetery starting in October 2012. In response to a search query, the website will show digital color photographs of each grave’s marker (front and back sides), its geospatial location with directions and distance, and information on the decedents interred/inurned. This capability is also being integrated into the Program’s new “smartphone” application, and the kiosks in the Visitor’s Center and throughout the Cemetery.

Feedback from the Program’s website is now automatically fed into the Consolidated Customer Support Center’s case management system. Potential issues and inquiries are automatically converted into action items and routed to the appropriate staff.

Pending initiatives will further integrate Program processes and operations as outlined in the May 2012 Enterprise Architecture Transition Report. The Program’s Enterprise Architecture serves as a blueprint for sequenced investments in information technology designed to further automate field based processes, enhance collaboration, and centralize information to leverage emerging mobile capabilities. Additionally, the Integrated Operations Center, which will also fully leverage these and other information technology advances, is expected to be completed in early 2013.

Required Action(s): Continue to implement industry best practices in information technology.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.5); Army National Cemeteries Program, *Enterprise Architecture Transition Plan Report*, dated 11 May 2012.

Subtask 20: *The Chief Information Officer/G-6’s proposal is to focus on improving the automation and associated information assurance processes currently used to record, schedule and coordinate interment and inurnment services; to order headstones for those who have been interred, inurned or memorialized; and to map, mark and manage the allocation and use of burial and inurnment sites and identify the remains buried or inurned.*

Reference: Army Directive 2010-04, paragraph 5b.

Description: The Chief Information Officer/G-6’s expertise was crucial for the Program to acquire the stated capabilities.



2011 Assessment: Implementation of the Chief Information Officer/G-6's proposals resulted in the transition to a fully digitized record keeping system, an initiative to convert all previous interment records into a digital format, the development of a searchable database of interments and the beginning of a geospatial mapping system.

Current Assessment: As indicated in the 2012 IG Report, the Inspector General conducted an Information Assurance Compliance Inspection in June 2012. The Program sustained its successful information assurance program by meeting Army standards in all applicable areas.

The Cemetery's Interment Scheduling System now supports a range of critical functions, including funeral service scheduling, marker and memorial management, funeral service forms tracking, and field operations and gravesite management.

As described in Subtask 19, the "ANC Mapper" geospatial mapping system is currently deployed and being used for several tasks, including funeral service planning, interment management and locating gravesites.

The Enterprise Architecture Transition Report identifies early FY13 as the expected completion date for automating headstone and marker ordering through the Program's scheduling system. Currently, only the Department of Veterans' Affairs is authorized to provide headstone and marker benefits to veterans and family members. The VA's Burial Operations Support System permits the ordering of headstones and markers for ANC, but is not integrated with the Interment Scheduling System. Once complete, this automation will reduce the time required to place a headstone, niche cover or memorial marker.

Required Action(s): Continue to implement industry best practices in information technology.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.5).



C. Contract Management and Oversight

Subtask 21: *Within 45 days (from 10 June 2010), the Assistant Secretary for the Army (Acquisition, Logistics & Technology) is to review all contracts awarded or administered by U.S. Army Corps of Engineers and the U. S. Army Contracting Center for Excellence during the past 5 years in support of the Army National Cemeteries.* Reference: Army Directive 2010-04, paragraph 5c.

Description: The Secretary ordered an immediate review of all contracts awarded or administered during the past five years in support of the Program.

2011 Assessment: The Assistant Secretary of the Army (Acquisition, Logistics, and Technology) and the Deputy Assistant Secretary of the Army (Procurement) completed the first of two detailed procurement management reviews (“PMRs”) on June 27, 2010. Subsequently, the U.S. Army Contracting Command transferred contracting support for the Program’s service contracts from the U.S. Army Contracting Command-National Capital Region to the Mission and Installation Contracting Command located at Fort Belvoir (“MICC-FB”). The second PMR, conducted in January 2011, found significant improvement and determined that MICC-FB was effectively managing service contracts for the Program.

Current Assessment: While the Program itself does not award or administer contracts, it has taken steps to synchronize and improve contracting support. The Program’s 2012 Campaign Plan includes an Overarching Integrated Project Team Charter, which details the roles and responsibilities of both Program staff and contracting support organizations. Furthermore, in the past year the Program has improved internal guidance with the development and implementation of acquisition-related SOPs, which include standards for planning and documentation of requirements, Contracting Officer Representative training and oversight, Government Purchase Cards and a Green Procurement Plan. To better inform acquisition decisions and assist Program personnel in performing their management and oversight responsibilities, Program leaders also received training in acquisition related subjects.

MICC-FB provides acquisition support by acquiring services and commodities in support of Program operations. As described in the 2012 IG Report, the Assistant Secretary of the Army (Acquisition, Logistics, and Technology) and the Deputy Assistant Secretary of the Army (Procurement) conducted another PMR from January-February 2012 and issued a detailed report in July 2012. This review characterized MICC-FB’s “contract execution” performance as “low risk,” but noted that the Command’s “post-award support” warranted a “medium risk” rating (problems included missing documentation, late or missing deliverables, and lack of labor interviews to ensure wage compliance).

In response, MICC-FB began implementing aggressive corrective actions in February 2012. By July, an Army Audit Agency (“AAA”) report concluded that the Command had



addressed most of the AAA's recommendations for improvements (originally made in an AAA October 2011 audit). Of note, AAA found that MICC-FB had yet to develop performance objectives for all contracting personnel that emphasize contract quality, compliance with regulatory guidance and sound business practices. The July 2012 AAA report noted that the Command had revised employee performance objectives for those individuals support the Program, but had not completed the revision for all MICC-FB contracting personnel. AAA and MICC-FB set a target date of July 2013 for the completion of the revised objectives for the remaining employees.

In the 2012 IG Report, which referenced the Army Procurement Executive's July 2012 Special Procurement Management Review, MICC-FB's Government Purchase Card program was rated as "medium risk," due to a lack of internal controls, and the assignment of new, inexperienced compliance reviewers. The Inspector General recommended that the Secretary direct Army Contracting Command to provide appropriate corrective action, to include developing and implementing training for compliance reviewers.

As noted earlier, USACE provides contracting support to the Program for architect-engineering ("A-E") services, construction, and real property leasing. In the past year, USACE transferred management functions for Program construction from its Baltimore District to its Norfolk District. Geospatial Capabilities are provided through the USACE Army Geospatial Center. The 2012 IG Report assessed contracting support provided by the Norfolk District as "high risk" due to missing several statutory and regulatory requirements. The Inspector General recommended that the Secretary direct USACE to provide appropriate corrective actions.

Required Action(s): Task completed. However, the Assistant Secretary of the Army (Acquisition, Logistics, and Technology) will continue routine procurement management reviews of all Program contract activities. Army Contracting Command and USACE will implement appropriate corrective actions in accordance with the 2012 IG Report recommendations.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.6 and Other Matter 3.1); Army National Cemeteries Program, *2012 Campaign Plan*, dated 1 January 2012; Army National Cemeteries Program, *Acquisition – Overarching Integrated Project Team SOP*, 10 July 2012; Army National Cemeteries Program, *Green Procurement Plan SOP*, dated 4 June 2012; Army National Cemeteries Program, *Government Purchase Card SOP*, dated 30 May 2012; Army National Cemeteries Program, *Requirements Review Board SOP*, dated 8 May 2012; Army National Cemeteries Program, *Quarterly Contracting Officer Representative Meeting SOP*; Army Audit Agency, *Followup Audit of Contracting Operations in Support of Arlington National Cemetery*, report A-2012-0142-ALC, dated 31 July 2012; Army Audit Agency, *Contracting Operations in Support of Arlington National Cemetery, Mission and Installation Contracting Command-Fort Belvoir*, report A-2012-0011-ALC, dated 27 October 2011.



Subtask 22: *The review by the Assistant Secretary for the Army (Acquisition, Logistics & Technology) is to include an assessment of the roles of the Heads of Contracting Activities and the Principal Assistants Responsible for Contracting in executing and overseeing such contracts, for review by the Executive Director.* Reference: Army Directive 2010-04, paragraph 5c.

Description: The Secretary's directive ordered a review to assess and strengthen contracting oversight.

2011 Assessment: The initial PMR indicated no direct involvement of the USACE Principal Assistant Responsible for Contracting or the U.S. Army Contracting Command's ("ACC") Head of Contracting Activity. The follow-up review indicated senior leadership at the USACE, U.S. Army Contracting Command, and Mission and Installation Contracting Command ("MICC") had significantly increased involvement in the support to the Program.

Current Assessment: Senior Army procurement leadership remains engaged and committed to improving contracting support for the Program.

As described in Subtask 21, the Assistant Secretary of the Army (Acquisition, Logistics, and Technology) continues to provide routine PMRs of all Program contract activities. Such reviews include assessments of contracting leadership and actions.

AAA's most recent review, *Followup Audit of Contracting Operations in Support of Arlington National Cemetery*, dated 31 July 2012, specifically assessed the corrective actions taken by the Deputy Assistant Secretary of the Army (Procurement), the Executive Director, ACC, the Commander, MICC, and the Director, ACC–National Capital Region to implement the recommendations from two previous audit reports (dated 27 October and 18 November 2011). The AAA follow-up review concluded that ten of twelve recommendations from the previous reports were implemented and properly closed. Two recommendations, one to the Executive Director, ACC (to monitor effectiveness of previous corrective actions) and one to the Commander, MICC (to redevelop performance objective for all contracting personnel, as described in Subtask 21), had not yet been fully implemented. Both ACC and MICC commanders concurred with the AAA corrective recommendations and set target dates accordingly.

Required Action(s): Continue to regularly conduct leadership and procurement management reviews.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.6 and Other Matter 3.1); Army Audit Agency, *Followup Audit of Contracting Operations in Support of Arlington National Cemetery*, report A-2012-0142-ALC, dated 31 July 2012; Army Audit Agency, *Contracting Operations in Support of Arlington National Cemetery*, Army Contracting Command,



National Capital Region, report A-2012-0021-ALC, dated 18 November 2011; Army Audit Agency, *Contracting Operations in Support of Arlington National Cemetery, Mission and Installation Contracting Command-Fort Belvoir*, report A-2012-0011-ALC, dated 27 October 2011.



D. Plans, Reviews, Studies, Evaluations and Requirements

Subtask 23: *The Army National Cemeteries are to be under the jurisdiction of the Headquarters, Department of the Army.* Reference: Army Directive 2010-04, paragraph 2a.

Description: The Secretary streamlined the chain of command by establishing the Executive Director position, which is directly accountable to the Secretary.

2011 Assessment: Placing the Executive Director under the direct supervision of the Secretary, and placing full responsibility for the Program under the Executive Director's leadership, eliminated fractured oversight and eliminated additional supervisory layers.

Current Assessment: The Secretary's 15 June 2012 decision to designate the Executive Director as a Headquarters, Department of the Army Staff Principal, and to designate the Cemeteries as a Direct Reporting Unit, retains the Secretary's direct oversight over the Program.

Required Action(s): None. Task completed successfully.

Source Documentation: Department of the Army Deputy Chief of Staff, G-3/5/7, memorandum to the Secretary of the Army, "Force Management Actions for Arlington National Cemetery – DAIG Follow-up Inspection," dated 17 April 2012, recommendations approved by the Secretary 15 June 2012.

Subtask 24: *The Executive Director is to immediately establish an accountability baseline for all gravesites and inurnment niches within the Army National Cemeteries.* Reference: Army Directive 2010-04, paragraph 2b(1).

Description: The Secretary directed the Executive Director to establish an accountability baseline to reconcile antiquated records, ensure the accuracy of records and maps and identify any additional gravesite discrepancies so that they may be effectively and fully remedied.

2011 Assessment: The Program's Gravesite Accountability Task Force ("Task Force") was formally established in May 2011. The Task Force was responsible for three primary tasks: 1) verifying and digitizing all paper burial records (i.e., those prior to 2007) for inclusion in the Interment Service System and the Department of Veterans Affairs' databases; 2) photographing all headstones; and 3) updating appropriate maps. The Task Force then compared each of those data points to ensure consistency. If the information contained in the records matched the names etched on the gravestones and the location marked on the map, the remains in that gravesite were considered validated, and formed part of the baseline. On December 22, 2011, the Task Force reported that 195,748 of 259,978, or 75%, of gravesites at the Cemetery had been validated. 64,230 gravesites were determined to require additional research to validate.



Current Assessment: As of 17 September 2012, the Program has validated the historical records of over 96% of the gravesites at ANC. 8,405 cases require further research. Many of these cases are in old parts of the Cemetery, where validation is slowed by lack of complete historical records or ambiguity in Cemetery records.

The Inspector General concluded that the Program has established a highly accurate baseline at ANC. The 2012 IG Report found just two cases in which analysts did not detect procedural records errors, out of more than 1400 gravesites reviewed in two sample sets. Both cases involved individual graves containing two decedents, when an analyst overlooked that a name of a decedent was missing from one of the Cemetery's multiple records for each gravesite and did not flag the case to note the "critical"¹ records error requiring further research. In both cases, the Inspector General determined that the procedural errors were caused by an individual analyst not properly following the established accounting procedures. Neither case indicated a burial discrepancy. The decedents were properly interred in the grave, both names appeared on the headstone, and all other cemetery records reflected two decedents in each gravesite.

Once the Program has completed gravesite accounting operations at ANC, it will validate the roughly 14,000 gravesites at the Soldiers' and Airmen's Home National Cemetery.

Required Action(s): Complete gravesite accounting operations at ANC and validate the Soldiers' and Airmen's Home National Cemetery.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 2.1).

Subtask 25: *The Executive Director is to promulgate standards, policies and procedures that will maintain the accountability baseline.* Reference: Army Directive 2010-04, paragraph 2b(1).

Description: The Executive Director was directed to promulgate standards, policies and procedures to maintain the accountability baseline to ensure that no new burial discrepancies occur.

2011 Assessment: The Program established new standard operating procedures for the entire interment process, including a six-point verification system to maintain positive

¹ As noted in the Secretary's 22 December 2011 Report to Congress on Gravesite Accountability Study Findings, the Program developed three categories of issues found among ANC's records and commemorative markers. They are: 1) "critical" errors - when at least one record of named individuals for a gravesite do not match named individuals on the grave markers, or records for named individuals on the grave markers are missing; 2) "serious" errors - when there are discrepancies between records and grave markers in name spellings, dates of birth, or dates of death; and 3) "administrative" errors - when there are discrepancies between records and markers in rank, religion, wars fought, awards received, or branch of service.



identification of each grave. Multiple levels of approval were established for burial crews to open gravesites.

Current Assessment: Additional standards, policies and procedures continue to be promulgated to maintain the accountability baseline.

In May 2012, the Program established a Chain of Custody SOP, which establishes strict rules for how remains are handled and identified from the time they arrive at the Cemetery to the time of interment. In addition, a new Dig Slip SOP codifies duties and coordination between the Internment Services Branch and the Field Operations division. Finally, Army Audit Agency employees worked in the Task Force from September 2011 through January 2012 to assist in improving Program accountability processes. These enhanced processes are codified in the Program's Accountability Business Process Maps.

Required Action(s): Continue to leverage available technologies and industry best practices and continue to implement and enforce policies and standard operating procedures on accountability and burial operations.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 2.1); Arlington National Cemetery, *Chain of Custody SOP*, dated 22 May 2012; Arlington National Cemetery, *Dig Slip SOP*, dated 22 May 2012.

Subtask 26: *The Executive Director is to formulate, promulgate, administer and oversee plans, policies and regulations pertaining to the Army National Cemeteries Program, including the development, operation and management of Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery.* Reference: Army Directive 2010-04, paragraph 2b(2).

Description: The Secretary's directive gave the Executive Director extensive authority to execute proponent duties for all programmatic policies and regulations.

2011 Assessment: Program leadership implemented 25 new policies and procedures and was in the process of implementing over 75 additional policies, procedures and regulations including ones related to gravesite "dig slips," call center protocols, headstone lithochrome use and contracting support. Program regulations in Title 32, Code of Federal Regulations, Part 553 had been substantially rewritten and were awaiting clearance from the Office of Management and Budget for publication in the Federal Register.

Current Assessment: The Executive Director continues to formulate, promulgate, administer and oversee plans, policies and regulations pertaining to the Program.

Most significantly, the 2012 Campaign Plan outlines the command, planning, and oversight of the Program for near- and long-term (2012-2015 and beyond). In addition, as of 15



July 2012, the Executive Director has determined the need for 133 regulations, policies, SOPs, MOU/MOAs and other documents and publications required for Army National and Post Cemeteries. 101 of these policies are complete, and 26 are currently drafted or in final staffing.

The Program's revision of its flagship regulation, Army Regulation 290-5, *Army National Cemeteries*, was modified by the Secretary's 17 April 2012 directive appointing the Executive Director as the proponent for all Army cemeteries. Accordingly, the new Army Regulation 290-5, *Army Cemeteries*, will also incorporate the former Army Regulation 210-190, *Post Cemeteries*. The draft has been submitted to the Army Publishing Directorate.

To facilitate the identification and assessment of deficiencies in Program operations, management, and administration, as well as these efforts across all Army Cemeteries, the Program hired a coordinator to oversee the creation of an Organizational Inspection Program ("OIP"). The OIP will be a comprehensive, written plan that addresses all inspections and audits conducted by the Program and its subordinate elements as well as those inspections and audits scheduled by outside agencies. The Executive Director will use it to coordinate inspections and audits into a single, cohesive program focused on the Program's mission and objectives. The 2012 IG Inspection Team reviewed the draft OIP and confirmed that it is written in accordance with Army inspection policy.

The 2012 IG Report found that the Soldiers' and Airmen's Home National Cemetery ("SAHNC") had been fully integrated with Cemetery operations, to include plans and policies. SAHNC is included in the 2012 Campaign Plan, and in all drafts of new and revised Program regulations, policies, and SOPs.

Required Action(s): Continue promulgating plans, policies and regulations as necessary, and enforce existing plans, policies and regulations.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.2, 1.3, 1.4, and 1.9).

Subtask 27: The Executive Director is to formulate, promulgate, administer and oversee policies and address proposals for the placement of memorials and monuments on the lands of the Army National Cemeteries. Reference: Army Directive 2010-04, paragraph 2b(3).

Description: Under General Orders No. 13 (now rescinded), the Assistant Secretary of the Army (Civil Works) was responsible for formulating and overseeing the Program's budget and proposals to erect memorials and monuments. In unifying the oversight structure of the Program, the Secretary's directive made the Executive Director responsible for proposals to erect monuments and memorials.



2011 Assessment: The 2011 Congressional Report anticipated that the Advisory Commission would be requested to study how policies for memorials and monuments would affect the limited space available for burials and to make recommendations.

Current Assessment: On 6 August 2012, the President signed Public Law No. 112-154, which prescribes requirements for the placement of monuments at ANC. Accordingly, the Program has rescinded its Commemorative Monument Policy, and has updated the draft of Army Regulation 290-5 to reflect the law.

Going forward, the Advisory Committee will continue to study how policies for memorials and monuments would affect the limited space available for burials, and to make recommendations, in accordance with law.

Finally, the Cemetery's Master Plan will contain an Installation Design Guide, which will provide specific guidelines as to style, size, color, type, height, shape and form of ANC buildings and structures, and (in some cases) the natural environment. These standards will serve as criteria for facilities development or modification, landscape improvements, signage, and other related elements. These guidelines will aid in the placement of memorials and monuments.

Required Action(s): Continue current efforts.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.4 and 1.9); 38 U.S.C. § 2401A.

Subtask 28: The Executive Director is to formulate and implement the Arlington National Cemetery Master Plan. Reference: Army Directive 2010-04, paragraph 2b(4).

Description: The Master Plan will address the long-range use, preservation, maintenance and development of the Cemetery. It will also project a series of major engineering projects designed to accommodate the Cemetery's future growth, capacity and viability, while specifically detailing the challenges of interment capacity, visitor accommodation, operations and maintenance, capital requirements and the preservation of special features.

2011 Assessment: In coordination with and at the direction of the Program's leadership, the U.S. Army Corps of Engineers, Norfolk District began the development of a comprehensive program management plan, designed to support the Master Plan revision.

Current Assessment: The Executive Director specified the Master Plan as a major objective of the 2012 Campaign Plan, and has set a target date of March 2013 for its completion. For the first time, the Soldiers' and Airmen's Home National Cemetery Master Plan will be included as an appendix. Key goals for the Master Plan are as follows:



- Extend the active burial life of the Cemetery while maintaining the iconic image of ANC. Provide varying options for committal of remains, planning for future requirements, and considering aesthetics in future expansion, including internal and external views.
- Minimize operational and logistical conflicts between funerals, family visitors, VIP visitors and general visitors.
- Enhance accessibility for vehicular and tour bus traffic, pedestrians and vehicles, orientation and way-finding, and sequencing and separating different activities.
- Proactive infrastructure management, including maintenance and sustainment, inventory, future growth, and environmental management.
- Provide appropriate facilities to enhance family and visitor experience, address current space deficiencies, improve staffing adjacencies, develop anan interpretive center and plan for future mission requirements.
- Provide sustainable, green solutions for infrastructure, facilities, equipment, operations, landscapes and burials.

Required Action(s): In coordination and collaboration with the U.S. Army Corps of Engineers, continue to develop and implement the comprehensive program management plan.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.9).

Subtask 29: *The Executive Director is to oversee the programming, planning, budgeting and execution of the Cemeterial Expenses, Army, appropriation, to include testifying before the appropriate committees of Congress to justify and defend the annual budget and other oversight hearings.* Reference: Army Directive 2010-04, paragraph 2b(5).

Description: The Secretary's directive establishes a single Program leader accountable for appropriations planning and budgeting in addition to the daily execution of budgeted funds.

2011 Assessment: The Executive Director and the Program's resource manager assumed programming, planning and budgeting duties. The Assistant Secretary of the Army (Financial Management & Comptroller) enhanced oversight by requiring review of the Program's budget by the Administrative Assistant to the Secretary of the Army. The Program also converted all of its accounting processes to the General Fund Enterprise Business System, allowing for better accounting of expenditures.

Current Assessment: The Executive Director and resource manager continue to effectively oversee programming, planning, budgeting and execution of funding.

The Secretary's 15 June 2012 decision to establish the Cemeteries as a Direct Reporting Unit to Headquarters, Department of the Army required the reactivation of the previous ANC



Operating Agency to manage resources, which the Assistant Secretary of the Army (Financial Management & Comptroller) has completed.

The 2012 IG Report noted that transparency and accountability in the formulation and execution of ANCP's budget continued to improve. The Executive Director established a Program Budget Advisory Committee to approve future budget formulation and manage the current status of funds. In addition, the Executive Director established a Requirements Review Board and corresponding SOP to assess needs.

The Program continues to use the General Fund Enterprise Business System to examine the execution rate of funds and observe in real time how that rate matches planned spending. A process for reconciling and reinvesting un-liquidated obligations from prior years has been formalized and implemented. To date, the Program has recovered \$30.9 million in prior year funds. This money has been reallocated to support Program requirements, including the construction of new columbarium space that will extend the Cemetery's ability to inurn remains until 2024 (an eight-year extension). The Program anticipates recovering approximately \$2 million of additional unliquidated obligations from prior years.

Required Action(s): Continue to formulate budget requirements properly execute budgeted funds, and maintain strict accountability.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.6 and 1.7).

Subtask 30: *The Executive Director is to review the ongoing pilot program to document, collect, catalog and temporarily store artifacts, mementos and other nonperishable items from grave sites in Section 60 of Arlington National Cemetery, and propose a feasible, suitable and acceptable policy for flowers and mementos for long-term application at the Army National Cemeteries.* Reference: Army Directive 2010-04, paragraph 2b(8).

Description: Section 60 is where many of the casualties of the Iraq and Afghanistan wars are interred. Official Cemetery policy requires the discarding of perishable items placed on gravesites when they become unsightly, and prohibits the placement of all non-floral items. However, family members who left mementos on graves in Section 60 objected to the Army's policy. In response, the U.S. Army Center for Military History instituted a pilot program to collect, document and photograph mementos in that section. Each week, Center for Military History curatorial teams collect mementos left on and around Section 60 gravesites. Each item is photographed and accounted for in a digital database, which links each memento with the gravesite where it was collected.

2011 Assessment: The U.S. Army Center for Military History continued to collect, catalog and store mementos from Section 60. The Program staff began collaboration with the



Center to provide selected mementos and subject matter expertise for the development of historical displays in the Cemetery's Visitors' Center.

Current Assessment: In February 2012, the Secretary of the Army, on behalf of the Secretary of Defense, authorized the establishment of three subcommittees of the Army National Cemeteries Advisory Commission. The "Explore" subcommittee agreed to "examine the ANC Section 60 gravesite mementos efforts to recommend a sustainable and feasible artifacts policy." (As described in Subtask 10, pursuant to law the Department of Defense disestablished the Advisory Commission and established the Advisory Committee on Arlington National Cemetery, including re-establishing the subcommittees.) The Program and the Director, U.S. Army Center for Military History, have briefed the subcommittee three times on efforts related to the Section 60 Memento Policy.

Required Action(s): U.S. Army Center for Military History will continue to execute the pilot program to collect, catalog and store mementos left at Section 60 gravesites until the Advisory Committee finishes its review and recommends a policy.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.4); Secretary of the Army, Memorandum for Honorable Max Cleland, Cochair, Army National Cemeteries Advisory Commission, *Terms of References for the Honor, Remember and Explore Subcommittees*, dated 27 February 2012.

Subtask 31: The Chief, Public Affairs, Headquarters, Department of the Army is to formulate and oversee the implementation of public affairs policy, including all policies addressing media access, for the Army National Cemeteries. Reference: Army Directive 2010-04, paragraph 3a.

Description: The Chief, Public Affairs was directed by the Secretary to formulate specific public affairs policy guidance related to Program issues, operations and activities.

2011 Assessment: In coordination with Program staff, the Chief, Public Affairs drafted a Media Access policy that provides points of contact and describes how media representatives gain access. The policy also details restrictions and guidelines for private funeral or memorial service coverage, instructions for gaining authorization for next-of-kin interviews and guidelines for media permitted to attend disinterments.

Current Assessment: The policy was approved and signed by the Executive Director on 14 November 2011.

Required Action(s): None. Task completed successfully.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.4);



Arlington National Cemetery Regulation ANC-R-360-1, *Media Access Policy for Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery*, dated 14 November 2011.

Subtask 32: *The Assistant Secretary of the Army (Manpower & Reserve Affairs) is to formulate and oversee interment and inurnment policy applicable to the Army National Cemeteries, including administration of the Interment, Inurnment and Memorialization Review Board.*
Reference: Army Directive 2010-04, paragraph 3b.

Description: The Assistant Secretary of the Army (Manpower & Reserve Affairs) was directed to formulate the interment and inurnment policy for the Program, subject to the authority, direction and control of, and in coordination with, the Executive Director.

2011 Assessment: On 8 April 2011, the Secretary reissued internal policy guidance defining the procedures by which the Assistant Secretary of the Army (Manpower & Reserve Affairs) processes requests for exceptions to the burial policy eligibility. When the 2011 Congressional Report was submitted, the Assistant Secretary was pursuing a revision of the interment and inurnment policy components of Title 32, Code of Federal Regulations, Part 553, and awaiting clearance from the Office of Management and Budget for publication as a draft rule in the Federal Register.

Current Assessment: On 31 December 2011, § 591 of the National Defense Authorization Act for Fiscal Year 2012, Pub. Law. No. 112-81, codified the Secretary's authority, with the approval of the Secretary of Defense, to determine eligibility for interment or inurnment in the Cemeteries. It also directed the Secretary to establish, with the approval of the Secretary of Defense, "policy and procedures for reviewing and determining requests for exceptions to interment and inurnment eligibility policy, which shall include a requirement, before granting the request for an exception, for notification of the Committees on Armed Services and the Committees on Veterans Affairs of the Senate and the House of Representatives."

The Secretary of Defense has since approved policy and procedures for determining exceptions to interment and inurnment eligibility policy. The current eligibility policy remains unchanged. The draft rule was appropriately revised and is currently being resubmitted for publication in the Federal Register.

Required Action(s): Continue to pursue the publication of the revised final rule and updates to the Army regulation and pamphlet. Process requests for exception to interment and inurnment policy in accordance with the Secretary's policy memorandum.

Source Documentation: 10 U.S.C. § 4722.



Subtask 33: *The Assistant Secretary of the Army (Civil Works) is to produce appropriate engineering and construction plans and documents in support of (i) the Arlington National Cemetery Master Plan and (ii) proposals for the placement of memorials and monuments on lands of the Army National Cemeteries.* Reference: Army Directive 2010-04, paragraph 3c.

Description: Because the Program was historically designated a Civil Works program, the Secretary directed the Assistant Secretary of the Army (Civil Works) to continue providing engineering support.

2011 Assessment: The Assistant Secretary authorized USACE to work directly with the Program's staff. The Program's engineers, with support from USACE, Norfolk District, conducted in-depth reviews of proposals for memorials and monuments, and began the development of a comprehensive program management plan in support of the revised Master Plan and other engineering and construction efforts.

Current Assessment: Army Directive 2010-04 aligned the Program under the direct supervision of the Secretary. The Assistant Secretary of the Army (Civil Works) continues to provide engineering support to the Program through the USACE.

Required Action(s): Continue, in consultation with USACE, to produce high quality engineering, construction plans and documents in support of the revised Master Plan.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

Subtask 34: *The Commander, Military District of Washington, is to coordinate all official ceremonies at Arlington National Cemetery, including public wreath-laying ceremonies and State funerals.* Reference: Army Directive 2010-04, paragraph 3d.

Description: As the force provider for all official ceremonies and the home of the Army's official ceremonial units (i.e., The Old Guard and the U.S. Army Band), one of the Military District of Washington's primary missions is to coordinate official ceremonies (e.g. wreath-laying ceremonies and State funerals) at the Cemetery.

2011 Assessment: The Military District of Washington continued to execute all official ceremonies at the Cemetery in accordance with established procedures and military tradition.

Current Assessment: No change.

Required Action(s): Military District of Washington will continue to provide an appropriate level of military support to the Program.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).



Subtask 35: *The Commander, Military District of Washington, is to provide authorized military honors for private funeral and memorial services and Army ceremonial support for the Army National Cemeteries, including the honor guard at the Tomb of the Unknowns.* Reference: Army Directive 2010-04, paragraph 3d.

Description: A primary mission of the Military District of Washington is to provide Army military honors for private memorial services and Army ceremonial support for the Cemeteries, including the honor guard at the Tomb of the Unknowns.

2011 Assessment: The Military District of Washington continued to provide authorized military honors for private funeral and memorial services and Army ceremonial support for the Cemeteries.

Current Assessment: No change.

Required Action(s): The Military District of Washington will continue to provide authorized military honors for private funeral and memorial services, as well as appropriate ceremonial support.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.2).

Subtask 36: *The Administrative Assistant to the Secretary of the Army is to execute, through the U.S. Army Center of Military History, a pilot program to document, collect and catalog artifacts, mementos and other nonperishable items from grave sites in Section 60 of Arlington National Cemetery, and to temporarily store the items pending the establishment of a permanent Army policy on this issue.* Reference: Army Directive 2010-04, paragraph 3e.

Description: See Subtask 30.

2011 Assessment: See Subtask 30.

Current Assessment: As discussed in Subtask 30, the Center for Military History continues to execute the pilot program pending the “Explore” subcommittee’s review is complete.

Required Action(s): Center for Military History will continue to execute the pilot program to collect, catalog and store mementos left at the Cemetery’s Section 60 graves until the Advisory Committee completes its review.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.4).



Subtask 37: *Within 45 days (from 10 June 2010), the Army General Counsel, in coordination with the Assistant Secretary of the Army (Financial Management & Comptroller), is to develop legislative proposals to authorize the transfer of funds appropriated in the Military Construction and Veterans Affairs and Related Agencies Appropriations Act, 2010 to the Cemeterial Expenses, Army line item, to authorize the transfer of funds appropriated in the Operation and Maintenance, Army account to the Cemeterial Expenses-Army line item, and to implement other appropriate initiatives related to the Army National Cemeteries Program.*

Reference: Army Directive 2010-04, paragraph 5d.

Description: Appropriate legislative proposals to direct resources among Army accounts and programs to meet emerging requirements, if enacted, would allow the Secretary to supplement the Program's budget and operations as warranted.

2011 Assessment: The Army General Counsel developed legislative proposal concepts that would have specifically authorized transfers of funds among appropriations. Later, while migrating the Program's funding execution oversight to the General Fund Enterprise Business System, staff found an estimated \$25 million in unexecuted Program funds. Legislative proposals on this matter were set aside pending a full analysis of the Program's operational funding needs.

Current Assessment: Once the Program's FY13 budget requirements were submitted, the Office of Management and Budget determined that the Army could not budget increased amounts into the Cemeterial Expenses, Army due to the Budget Control Act of 2011. The Army may, however, submit legislative proposals that would enable other Army appropriations to be executed on behalf of the Program, if necessary.

Required Action(s): Task completed. The Army will continue to evaluate budget and legislative requirements necessary to support the Program and will assist Congress as requested.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.7).

Subtask 38: *The Army General Counsel is to effect an immediate modification to the appropriate sections of Title 32 of the Code of Federal Regulations to document the jurisdictional realignment of the Army National Cemeteries and, as appropriate, other updated information pertaining to the Army National Cemeteries Program and its operations.*

Reference: Army Directive 2010-04, paragraph 5d.

Description: The Secretary's directive mandates that the Program's reorganized structure be properly codified.



2011 Assessment: The Army Office of General Counsel drafted regulations to reflect the jurisdictional realignment of the Program and updated information pertaining to its operations. These efforts created a complete and cohesive regulatory scheme governing the Program.

Current Assessment: On December 31, 2011, § 591 of the National Defense Authorization Act for Fiscal Year 2012, Pub. Law. No. 112-81, codified certain management and policy changes in the Program. The current draft rule reflects these changes and is under review within Headquarters, Department of the Army.

Required Action(s): Continue pursuing publication of the updates to Title 32, Code of Federal Regulations, Part 553 and updates to applicable Army regulations and publications, as required.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.4).

Subtask 39: *The Executive Director is to coordinate the proposed assignments of other duties and responsibilities for other missions and functions related to the Army National Cemeteries Program and its operations not otherwise addressed in Army Directive 2010-04, with affected stakeholders and shall present appropriate recommendations to the Secretary of the Army.*

Reference: Army Directive 2010-04, paragraph 6.

Description: The Secretary's directive provides the Executive Director with the flexibility necessary to obtain expertise and support from other entities.

2011 Assessment: The 2011 Congressional Report noted this flexibility allowed the Executive Director to coordinate with numerous Army, Defense, Federal, State, and local entities. These resulted in improvements in Program staff training, environmental assessments, security assessments, and cultural resource management.

Current Assessment: The Executive Director continues to coordinate with affected stakeholders. The 2012 IG Report noted that in preparation of the new Master Plan and associated National Environmental Policy Act documentation, the Program has involved Department of Defense and external stakeholders at the federal, state, and local levels and invited them to planning charrettes and environmental scoping sessions. These external stakeholders include, but are not limited to, the Advisory Committee; the American Battle Monuments Commission; Washington, D.C., Commission of Fine Arts; the National Capital Planning Commission; the National Park Service; Arlington County; and the District of Columbia and Virginia State Historic Preservation Offices.

Required Action(s): Continue on present course of action.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observation 1.8).



Subtask 40: *All Army commands, organizations, officials and personnel are to have a continuing responsibility to keep the Secretary of the Army informed about matters pertaining to Army National Cemeteries Program and the development, operations, management and administration of the Cemeteries; immediately inform the Executive Director of proposed changes to future plans regarding the Cemeteries; inform the Executive Director of unusual circumstances associated with any interment, inurnment or ceremony; inform the Executive Director of any request for exception to extant burial or memorialization policies; and inform the Executive Director of matters of like sensitivity.* Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures that the Program's leadership has a clear and linear chain of command.

2011 Assessment: The Executive Director, Assistant Secretary of the Army (Manpower & Reserve Affairs), General Counsel, Chief, Public Affairs, Assistant Secretary of the Army (Civil Works) and the Administrative Assistant to the Secretary of the Army kept the Secretary informed on all issues pertaining to the Program that require the Secretary's personal attention.

Current Assessment: Improvements sustained.

Required Action(s): Army commands, organizations, officials and personnel will continue their present course of action and keep the Secretary and the Executive Director properly and timely informed.

Subtask 41: *The Executive Director is to be immediately advised of any matter that requires communication with the White House, a Member of Congress or an individual who indicates that the matter has been or will be taken up with a Member of Congress.* Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures issues of public import are quickly and effectively addressed.

2011 Assessment: To meet statutory requirements and aid Congressional requests, the Chiefs of Legislative and Budget Liaison each assigned staff to assist with all Program legislative matters. These liaisons promptly informed Program leadership of all issues having a Congressional or White House interest and assisted the leadership in promptly responding to all such inquiries.

Current Assessment: Improvements sustained.

Required Action(s): Chiefs of Legislative and Budget Liaison will continue to ensure the Executive Director is informed of those matters that require or may require Congressional or White House communication.



Subtask 42: *The Executive Director is to brief the Secretary of the Army in advance before making any decision or taking any action representing a significant change in established policy or precedent, that is likely to be of significant White House, congressional, Departmental, media or public interest, or has been or should be of interest or concern to the Secretary of the Army for any reason.* Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures that all potential changes to policies or operations are properly coordinated with appropriate stakeholders both inside and outside of the Army.

2011 Assessment: The Secretary received weekly updates on all matters of importance regarding the Program. The Executive Director routinely sought direction from the Secretary on any matter that was likely to be of significant White House, Congressional, Departmental, media or public interest.

Current Assessment: Improvements sustained. The Secretary continues to receive regular updates on the Program.

Required Action(s): Continue to keep the Secretary fully informed of all issues of importance.

Subtask 43: *The Secretary of the Army's practice of close coordination with the Army General Counsel's office on all matters shall continue.* Reference: Army Directive 2010-04, paragraph 7.

Description: The Secretary's directive ensures that proper authoritative legal advice is sought and delivered.

2011 Assessment: An attorney was assigned to and co-located with Program staff. This assignment ensured appropriate coordination between the Program and all elements of the General Counsel's office.

Current Assessment: Improvements sustained.

Required Action(s): Continue to coordinate with the General Counsel's office on all matters.



Subtask 44: To ensure the enduring integrity of the Army National Cemeteries, improved plans, policies, processes and procedures are to be incorporated into the next revision of Army Regulation 290-5, Department of the Army Pamphlet 290-5, and the Guide to Burial at ANC.

Reference: Army Directive 2010-04, paragraph 8.

Description: The Secretary's directive ensures that appropriate policies and procedures are in place, documented and made available to the general public.

2011 Assessment: Under the direction of the Executive Director, key Army staff elements collaborated to ensure all plans, policies, procedures and best practices were properly documented and incorporated into the drafts of Army Regulation 290-5 and Department of the Army Pamphlet 290-5, as required. Additionally, the Program published and distributed an updated burial guide.

Current Assessment: As discussed in Subtasks 1, 26 and 27, the Program has submitted a major revision to Army Regulation 290-5, *Army National Cemeteries*. The revision incorporates and updates policy contained in Army Regulation 210-190, *Post Cemeteries*. The new regulation will be entitled *Army Cemeteries*.

Required Action(s): Continue with present course of action to improve plans, policies, processes and procedures and incorporate them into revised regulations and publications.



Section II. Adequacy of current practices at Arlington National Cemetery to provide information, outreach and support to families of those individuals buried at Arlington National Cemetery regarding procedures to detect and correct current errors in burials

Description: The immediate and primary concern of the Secretary is to resolve any and all discrepancies and provide necessary support to impacted family members.

2011 Assessment: The 2011 IG Report found that the Program's practices were providing effective information, outreach and support to families of those individuals buried at the Cemetery. The day after the Secretary issued AD 2010-04, the Program's new leadership team implemented the first of many new operations, practices, procedures and policies to better ensure that concerned family members were able to speak with a knowledgeable and supportive representative.

The Program established and aggressively publicized a hotline, operating seven days a week, to respond to inquiries from the public. Although the hotline fielded more than 1,100 calls during its first months of operation, at the time of the 2011 Congressional Report, calls had tapered off to less than ten per month, on average.

Program staff received specific training to respond to concerned family members and provide accurate, thoroughly investigated responses regarding their loved one's burial or inurnment location. The Program established procedures whereupon next of kin were immediately notified if a gravesite discrepancy was discovered. Program staff was instructed to work with families to resolve any discrepancy to the family's complete satisfaction. Upon family request, the Program authorized casket, urn or personal identification even in cases where no discrepancy was found.

The 2011 IG Report confirmed that all inquiries and resulting discovered discrepancies were either resolved or were being addressed. The Inspector General noted that the Program had taken action on more than 1,200 inquiries regarding over 1,300 veterans and family members interred or inurned in the Cemetery.

Beyond responding to specific family inquiries, the Gravesite Accountability Task Force was directed to confirm that information in burial records matches the information on headstones or niche covers, and that the burial or niche locations are accurately reflected on the appropriate map. Any discrepancies were resolved, and the appropriate family was notified



in the same manner and with the same attention shown to families requesting gravesite validation through the hotline.

The Program also initiated several other methods of public outreach, including publishing a new website that provides relevant, up-to-date information to family members and the public in an accessible format. In addition to publishing traditional news releases, the Program regularly updated the Cemetery website, announcing important information such as the hotline for concerned family members, Cemetery contact information and descriptions of its gravesite accountability initiatives. To improve its responsiveness and better enable outreach to the public, the Program published two new guides (*Guide to Burial* and *Next of Kin*), established official Facebook and Twitter accounts and added a customer feedback function on the website.

The 2011 IG Report determined that the Program's efforts to provide outreach, timely and accurate information and support to families were effective. The Inspector General found that Program leadership and staff were diligent in their efforts to discover and correct the errors of the past administration, communicated timely, accurately and honestly with families concerned about possible burial errors, were professional and supportive to families during the gravesite validation process and established appropriate measures and procedures to prevent future burial errors and to detect and correct, as quickly as possible, any potential error that may yet be identified.

Current Assessment: The Program continues to provide professional information, outreach and compassionate support to families regarding burial discrepancy inquiries.

Due to the low number of calls received over the past year, the 2012 IG Report recommends having the Consolidated Customer Service Center ("CCSC") merge the hotline into the main Cemetery phone lines. While inquiries are entered into the CCSC's case management system and are accessible to most of the Program's staff, confirmed discrepancies are tracked by the Special Assistant to the Executive Director separately due to their sensitive nature. The Executive Director has directed Program staff to develop a compartmented tracking system for confirmed discrepancies, to reinforce oversight over their timely resolution.

Required Action(s): Continue with current course of action.

Source Documentation: Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012 (Observations 1.2 and 1.12).



Conclusion

The Army National Cemeteries Program Mission:

On behalf of the American people, lay to rest those who have served our Nation with dignity and honor, treating their families with respect and compassion, and connecting guests to the rich tapestry of the cemeteries' living history, while maintaining these hallowed grounds befitting the sacrifice of all those who rest here in quiet repose.

- 2012 Campaign Plan

Arlington National Cemetery remains our Nation's most unique military shrine. For all Americans, young and old alike, the Cemetery symbolizes sacrifice, service, dedication and love of country. On average, more than twenty fallen service members, veterans and family members are brought to their final rest each week, many with full military honors. More than four million visitors walk its 624 acres of neatly lined markers and dignitaries and guests from around the world pay tribute in more than 3,000 ceremonies held each year, all while members of The Old Guard march sharply and silently before the Tomb of the Unknowns.

More than any other monument or cemetery in the United States, Arlington National Cemetery is a unique reminder of the service and sacrifice of our men and women in uniform.

The operational tempo of the Program remains at an all-time high. The Army is committed to operating, managing and maintaining this most hallowed ground in a manner befitting the service and sacrifice of those for whom this is their final resting place.



Source Documentation

1. Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program*, dated 10 September 2012
2. Department of the Army Inspector General Agency, *Inspection of the Army National Cemeteries Program and Arlington National Cemetery*, dated 8 September 2011
3. Department of the Army Deputy Chief of Staff, G-3/5/7, memorandum to the Secretary of the Army, "Force Management Actions for Arlington National Cemetery – DAIG Follow-up Inspection," dated 17 April 2012, recommendations approved by the Secretary 15 June 2012
4. Secretary of the Army Memorandum, "Enhancing the Administration, Operation, and Maintenance of Military Cemeteries Under the Jurisdiction of the United States Army," dated 17 April 2012
5. Secretary of the Army Report to Congress on Gravesite Accountability Study Findings, dated 22 December 2011
6. Government Accountability Office Report 12-105, *Arlington National Cemetery: Management Improvements Made, but a Strategy Is Needed to Address Remaining Challenges*, dated December 2011
7. Army Regulation 1-201, *Army Inspection Policy*
8. Army National Cemeteries Program, *2012 Campaign Plan*, dated 1 January 2012
9. Advisory Committee on Arlington National Cemetery Charter, dated 1 August 2012
10. Army National Cemeteries Program, *Enterprise Architecture Transition Plan Report*, dated 11 May 2012
11. Office of the Deputy Assistant Secretary of the Army (Procurement), *Procurement Management Review of Mission and Installation Contracting Command, Fort Belvoir*, dated 12 July 2012
12. Army Audit Agency, *Followup Audit of Contracting Operations in Support of Arlington National Cemetery*, report A-2012-0142-ALC, dated 31 July 2012



13. Army Audit Agency, *Contracting Operations in Support of Arlington National Cemetery, Army Contracting Command, National Capital Region*, report A-2012-0021-ALC, dated 18 November 2011
14. Army Audit Agency, *Contracting Operations in Support of Arlington National Cemetery, Mission and Installation Contracting Command-Fort Belvoir*, report A-2012-0011-ALC, dated 27 October 2011
15. Arlington National Cemetery Manpower and Organizational Study, dated 23 July 2010
16. Army National Cemeteries Program, *Green Procurement Plan SOP*, dated 4 June 2012
17. Army National Cemeteries Program, *Government Purchase Card SOP*, dated 30 May 2012
18. Army National Cemeteries Program, *Requirements Review Board SOP*, dated 8 May 2012
19. Army National Cemeteries Program, *Quarterly Contracting Officer Representative Meeting SOP*
20. Army National Cemeteries Program, *Acquisition – Overarching Integrated Project Team SOP*, dated 10 July 2012
21. Army National Cemeteries Program, *Operational Standards and Measures*, dated January 2012
22. Arlington National Cemetery Regulation ANC-R-360-1, *Media Access Policy for Arlington National Cemetery and the Soldiers' and Airmen's Home National Cemetery*, dated 14 November 2011
23. Arlington National Cemetery, *Chain of Custody SOP*, dated 22 May 2012
24. Arlington National Cemetery, *Dig Slip SOP*, dated 22 May 2012
25. Superintendent's Position Description
26. Deputy Superintendent's Position Description

